# FOREIGN AID

# • • in Fiscal Year 1952

SHORTLY before the close of fiscal year 1952 Congress authorized the extension of the mutual-security program under which nine-tenths of foreign aid is currently furnished. Almost \$5.8 billion of additional funds were made available for the program by the appropriation act which followed. Of these new funds, nearly three-fourths is to be used for military aid, including assistance to the North Atlantic Treaty Organization (NATO). The balance is available for economic aid, technical assistance, refugee relief, and contributions to various other international organizations.

By June 30, 1952, all but \$500 million of the \$11.8 billion of funds previously made available for military aid under the mutual-security program and its predecessor, the mutual-defense assistance program, had been obligated. At that date obligations for military aid to Europe reached over \$9% billion, those for the Near East and African area nearly \$1 billion, and for Asia and the Pacific over \$1 billion.

Increases in military aid during the last three fiscal years have compensated for the planned decline of economic aid. Thus, aid totals have shown but little variation on an annual basis, amounting to \$5.1 billion in 1950, \$4.8 billion in 1951, and \$5.0 billion in 1952. Within these totals, however, the relationship of military to economic aid has changed sharply.

relationship of military to economic aid has changed sharply. Military aid, which comprised only 4 percent of total assistance in fiscal year 1950—the last year before the outbreak of Korean hostilities—has risen rapidly, accounting for 24 percent in 1951 and 38 percent in 1952. By the final quarter of fiscal year 1952, the military-aid component had increased to 44 percent and gross foreign aid was higher than in any preceding quarter of the 3 years, reaching an annual rate of over \$6 billion.

#### Returns are sizable

As shown in table 1, aid netted by "returns" in the form of repayments on credits, counterpart funds, and returned lend-lease vessels has closely followed the pattern of gross aid since the Korean invasion. With such returns reaching nearly a billion dollars in the 2 years, not aid furnished in the period amounted to \$8.9 billion, comprised of \$8.5 billion of net grants and \$0.5 billion of net credits.

Collections on credits accounted for two-thirds of the returns in the 2-year period. These included in fiscal year 1952 the first principal payments on the \$3% billion British loan and on the British and French war-account settlements.

Counterpart funds in 1952 showed the same tendency to decline as the economic-aid programs, since they were generated primarily by such programs. These funds represent foreign currencies made available without cost to the United States by the recipients of grants. They are used to meet certain foreign operating expenses of the Government and, in the case of economic-aid counterpart, to purchase strategic materials for stockpile or to extend loans for the development of foreign sources of such materials.

The counterpart currencies acquired by the United States represent a relatively small proportion of the total funds note—mrs. suppler is a member of the clearing office for foreign transactions, office of dusiness economics.

derived by foreign governments from the sale of goods furnished to them as economic-aid grants. Those funds which are not placed at the disposal of the United States have been set aside in special accounts and employed by the foreign countries, with the concurrence of this country, for projects designed to promote economic development and internal financial stability, and more recently, for military production or construction. In Europe the equivalent of \$8.7 billion was withdrawn for such purposes from April 1948, the beginning of the European-recovery program, through June 1952.

### Military assistance increases

Exclusive of economic aid for defense support, about \$3 billion of military assistence was furnished abroad by the United States Government in the 2 years beginning July 1950, nearly two-thirds of this amount moving in the second year. Military aid reached an annual rate of \$2.7 billion in the June quarter of 1952.

For the postwar period as a whole, cumulative military grants to the European NATO countries—including those furnished under the Greek-Turkish assistance program established in 1947—had reached \$3 billion by the end of June 1952. Similar aid to Asia and the Pacific area aggregated \$1.3 billion, including an estimated \$700 million of military lend-lesse to China in the early postwar years.

Congress appropriated \$140 million in July 1952 for the program to develop NATO installations abroad financed on a multilateral basis. These funds are to be used by the Defense Department for the United States share of the fourth annual program. Some contributions for the previous annual shares have already been made from mutual-security program funds but are not included as foreign aid in the data shown in tables 1 and 2. The total present commitment for such use is \$288 million.

Steps taken during the fiscal year 1952 to strengthen the security of the free world included the signing of security treaties between the United States and Australia, New Zealand, the Philippines, and Japan. Under the latter treaty Japanese military protection is provided by United States forces until the people of Japan can fulfill their own defense requirements. Buying by the United States for Korean support and the presence of our Armed Forces have helped Japan to meet her dellar requirements and reduced the need for aid.

Under the Administrative Agreement implementing the Security Treaty, Japan is contributing to the cost of maintaining its security by making available the equivalent in yen of \$155 million per annum—subject to periodic adjustment—beginning April 29, 1952. These funds are used by the United States Armed Forces to purchase services and supplies similar to those which Japan provided under occupation-charge procedures before it was accorded the status of an independent nation. An estimated \$300 million yearly of utility, transportation, and other services, including local labor costs, was provided to the United States without cost prior to July 1951. In the next 10 months occupation

charges were reduced to only half of their former amount so that the resulting increase in the flow of dollars to Japan might compensate for the grant program then in the process of termination.

# Aid provides stimulus to production

The mutual-security program furnishes assistance to European countries not only through military training and the shipment of United States munitions abroad, but also through various measures designed to strengthen their military production so that it may provide more local logistic support. Such measures include the defense-support and offshore-procurement programs.

Under the defense-support program the Mutual Security Agency (MSA) furnishes economic aid in the form of raw materials and production equipment for the manufacture of military equipment, as well as coal, cotton, and other commodities to enable the European NATO countries to devote

a larger portion of their production to defense.

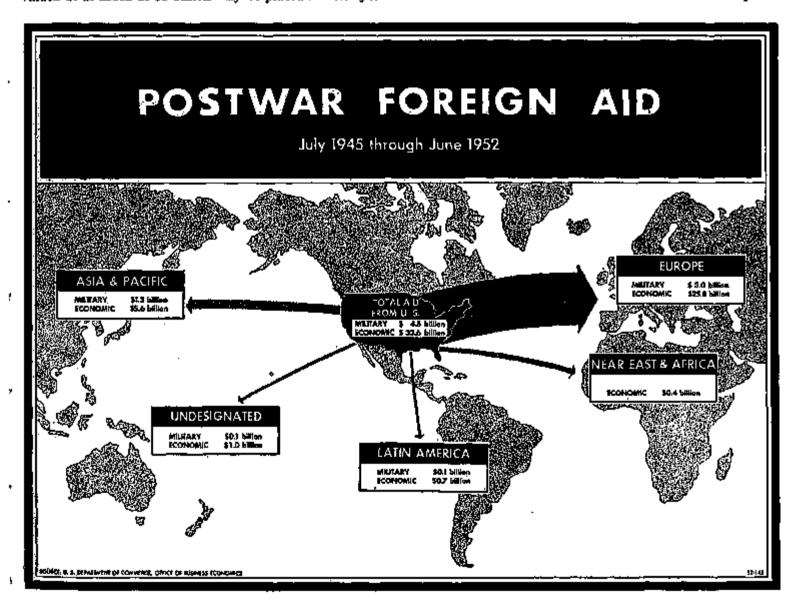
Under the offshore-procurement program the Defense Department contracts for the production in certain European nations of military equipment to be transferred to mutualsecurity program recipients or to be used by the United States Armed Forces. It is anticipated that contracts valued at as much as \$1 billion may be placed in fiscal year 1953. The program's main purpose is to permit the expansion of European production beyond the level which can be financed by European defense budgets alone, although it has the added advantage of increasing dollar earnings.

Half of the offshore-procurement contracts—which reached a total of \$684 million by the end of June 1952—were placed in France, with Italy and the United Kingdom receiving the next largest amounts. About \$600 million of these contracts is being financed from funds appropriated for the 1952 mutual-security program and the balance from regular Defense Department appropriations. The latter will provide military hardgoods and ammunition for our Armed Forces.

The Export-Import Bunk (EIB) authorized a \$200-million credit to France in June. Disbursements under the loan reached \$154 million by the end of August. Such utilizations are limited to the dellar amount of certain of the contracts placed by the Defense Department in France; payments on the loan will be made by the Defense Department as it accepts deliveries of materials.

## Military sales implement foreign rearmament

The Mutual Defense Assistance Act of 1949 authorizes the Government to sell materials from its military stocks to certain foreign countries and to procure goods on the domestic market for them on a reimbursable basis. Requests



for such purchases are merged with the over-all domestic procurement program of the Defense Department, thus avoiding conflicting demands on the productive capacity of the United States.

Over 900 requests from 41 foreign governments had been received for goods and services under this "reimbursable aid" program by the end of June 1952. Deposits for the shipment of goods or provision of services, including repair and rehabilitation, aggregated \$289 million. These receipts were mainly from Western Hemisphere countries, with about a fifth of the total from Asia and the Pacific. By this time the goods and services provided to these areas amounted to **\$**113 million,

Nearly two-thirds of the total deposited was received by the United States Government in fiscal year 1952, and nearly nine-tenths of the goods and services made available under the program were transferred in that year. The items transferred included naval vessels as well as military equipment

Table I.—Summary of Foreign Aid (Grants and Credits), by Program: July 1, 1945, through June 30, 1982

				[Millions	of dollars,									
_			After Eurean Invasion											
Program	Tojal nastwar	Bofore Korcan			Fb	eol year 10	081	Fiscal year 1952						
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Line: Relatab.		2, 178	883	39L	304	166	98	82	543	137	148		137	
Reverse grants and retarns on grants	1, 182 1, 500	874 1,304	307 580	)38 242	37 07	28 70	30 50	35 46	109 384	33 P4	34 114	π 63	76 64	
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Grante quitzed	J -	19,066	5, 785	4,418	890	1, 132	1, 110	1, 288	4,347	1, 144	1, 1465	#44	1,276	
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Civiline supplies UNRIA, post-UNRIA, and interior old Philippine reliabilitation Greek-Turkish sid	6, 606 3, 443 683 <b>959</b>	±, 806 3, 448 519 636	114	108 20	34	130 00			295 0		46 		i	
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Reverse grants and returns on grants	1, 182	874	\$07	139	87	28	39	38	160	ı,	34	27	76	
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Other	1,462	990 340	. <u>65</u>	14L 50	4	25 39	\$0 4	25 4	12 12	70	76	2	L36	
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Foreign aid is defined to comprise two entegories—grants and credits. Greats are largely satisfied gifts for which no payment is appected, or which at most involve an obligation on the part of the receiper to extend sid to the United States or other countries to advice a compon objective. Credits are loans or other agreements which give rise to appoint obligations to repay, over a period of years, usually with interest. In some instances assistance has been given with the understanding that a decision as to repayment will be made at a later date; such assistance is included in grants. At such time on an agreement is reached for repayment over a period of years, a credit is established. Because such or edits cannot, as a rule, be deducted from specific grants recorded in previous periods, they are included in both grants (at the earlier period) and credits (at the time of the agreement), and the amounts of such credit-ogreement affects to practice after the fine of the agreement), and the amounts of such credit-ogreement affects to practice at the United States Government stourning from a grants and credits are taken into account in not foreign aid. Ones foreign aid less the returns is not foreign aid, which is shown as not grants and net credits. Percipant is dess the returns is not foreign to which is chosen in assistance in use, as follows: (1) at the time of all-priment of goods or extension of services, for presurement by a United States Government greecy; (2) at the time of poyment when each sid is discussed to a contension of services, for presurement by a United States Government greecy; (2) at the time of poyment when each sid is discussed to a contension of services, for presurement by that government, or entity, or its agents; (3) at the time

of dishursement to a United States supplier or to a United States bank (for payment to suppliers) on boball of a foreigner for procurement under a bitter of credit authorized by a Government eguety; or (f) at the time of formal agreement, for obligations assumed by a foreign government, including bulk sales of surplus property under credit agreements. The Government's capital investments in the international Units (\$338 million) and international Mone (\$700 million) are not included in greek foreign said although they constitute our additional measure laken by this Government to promote foreign countries. Payments to these international financial functions do not result in immediate equivalent aid to foreign countries. Use of available dollar brads is largely determined by the managements of the two leading times, subject to certain restraints which can be excussed by the United States Government.

\*\*Negative outry of less than \$500,000 results from returnits of cash skil.

\*\*Less than \$800,000.

Source: U. S. Department of Commerce, Office of Business Economics.

and services. Such vessels were sold at a reduced rate and in addition the recipient countries paid the costs of reactivating them for service.

#### Mutual-security economic aid continues large

Economic aid including technical assistance and relief, although nearly \$600 million less in fiscal year 1952 than in the prior year, still comprised over three-fifths of the total aid flowing abroad. The decline took place entirely in grants since credits represented over one-fifth of the economic-aid total in 1952 as compared to about one-tenth in 1951. Together the \$3.1 billion of grants and loans brought postwar economic aid to \$33.6 billion. As shown in the chart, about three-fourths of the aid in the nonmilitary category flowed to Europe and about one-sixth to Asia and the Pacific area.

Assistance furnished under the mutual-security program and its predecessor programs—including the European-recovery program—made up the greater part of economic aid in fiscal year 1952, totaling over \$2.6 billion or about the

equivalent of the prior-year amount.

Credit aid under the program rose to a somewhat larger proportion of the whole in 1952. The increase in loans was in line with the Congressional requirements expressed in the Mutual Security Act of 1951 which stipulated that no less than one-tenth of the economic aid provided with funds made available under the act should be on a loan basis.

France was the largest recipient of the economic aid flowing abroad under the mutual-security program in fiscal year 1952. Together with its dependencies and indochina, France received \$500 million of such aid, or about one-fifth of the total. All but \$43 million of this amount was in the form of

gmnts.

The United Kingdom and its dependencies ranked second with \$304 million of aid, including \$60 million of credits. Over \$200 million of the grants to the United Kingdom were furnished in the last quarter of the fiscal year when they were instrumental in checking the sharp fall in British gold and

dollar reserves which began in the first quarter.

United Kingdom reserves declined from \$3.9 billion on June 30, 1951 to \$1.7 billion on the same date a year later. A substantial portion of this decrease resulted from payments totaling almost \$0.5 billion made by the United Kingdom—on behalf of the entire sterling area—to the European Payments Union. A fall in the demand for and price of sterlingarea commodities, plus large purchases in the United States, Canada, and other dollar areas, contributed to the huge drain. Almost all of the decrease took place in the first 9 months of the year. A halt in the rapid deterioration of reserves was brought about mainly through measures taken by the United Kingdom and the sterling area and by means of the previously mentioned United States grants. Thus it was possible to limit the decline to only \$15 million in the final 3 months.

Other countries receiving a major share of mutual-security aid in fiscal year 1952 were Italy and Greece with over \$200 million each; Austria, Germany, and the Netherlands with from \$100 million to \$200 million each; and Yugoslavia and Turkey with over \$50 million each. The assistance furnished to these countries was in the form of both grants and credits—the former predominating—with the exception of aid to Austria and Yugoslavia which was solely on a grant basis. Israel and Taiwan were the only large recipients outside Europe, having received \$64 million and \$90 million of grants

respectively.

The mutual-security program loan data for fiscal year 1952

!The difference between the original acquisition cost of the vessels transferred and the amounts paid by the foreign countries represents grant aid and is included in tables 1 and 2. The data provided above for deposits and for goods and services furnished tables the reimbursable aid program exclude such grants and do not appear in tables 1 and 2.

as shown in table 1 include \$172 million representing utilization of the special \$190 million loan to India authorized by Congress in June 1951 for the purpose of furnishing emergency food relief to that country. The loan agreement with India provides for repayment in dollars, but contains a provision that future negotiations may modify the agreement to provide for payment in strategic materials. The same category of credit aid also includes utilizations of \$24 million against the \$62½ million loan to Spain authorized by Congress in September 1950.

Other assistance under the mutual-security program in fiscal year 1952 included contributions of \$187 million to support the European Payments Union which facilitates trade in Western Europe. Contributions were also made to the Organization of American States and to the United Nations programs for technical assistance and for the relief of refugees

from Palestine.

#### EIB lending authority increased

Although representing only a relatively small proportion of the total flow of foreign aid, loans extended by the Export-Import Bank (EIB) were the second largest category of economic assistance in fiscal year 1952. During the year the lending authority of EIB was increased from \$3% billion to \$4% billion in order to enable the Bank to enlarge its program of financing the export of American goods and of assisting in the expansion of foreign productive facilities.

The largest EIB disbursements consisted of \$49 million to Germany, \$43 million to Israel, and \$33 million to Japan, although disbursements were made to 22 other countries, including 13 of the American Republics. Utilizations on loans to the latter totaled \$62 million. New credit commitments of over \$500 million were authorized during the year for many purposes, including industrial development projects and the development of foreign sources and production abroad of strategic materials. On June 30, 1952 the unutilized portion of established EIB credits stood at over \$0.9 billion and the uncommitted lending authority at \$1.2 billion.

# Defense Department relief grants continue

Civilian supplies furnished abroad by the Armed Forces of the United States ranked third in size among economicaid programs in fiscal year 1952. Although this type of aid had declined by more than half from its prior year total, the importance of these grants is greater than the amount would seem to indicate since they include the relief supplies furnished to the civilian population of Korca during the Korcan conflict.

The decrease in civilian-supply aid in fiscal year 1952 resulted from the termination of grants of raw materials and basic supplies to Japan under the program financed from funds appropriated for government and relief in the occupied areas. When the program for Japan was discontinued at the end of fiscal year 1951, goods in pipeline at that time yielded less than \$61 million of aid for 1952 as compared to \$303 million in the prior year. The Ryukyu Islands, which are still under United States administration, continue to receive civilian-supply grants, including construction for civilian use. A little over \$30 million of such aid was furnished to the Islands in each of the last 2 years.

Nearly \$185 million of relief aid was provided by the Defense Department to the Republic of Korea in the 2 years following the Communist invasion. In the second year of the conflict such aid rose by \$43 million to total \$114 million for the year. Other assistance to Korea during the conflict included \$60 million of economic and technical assistance made available by the Mutual Security Agency, and the first payment of \$10 million to the United Nations Korean

Reconstruction Agency. The latter is to take over certain Korean-aid operations from the United States Government when hostilities cease.

The aid furnished abroad through programs other than those discussed above represented only a very minor part of the whole in fiscal year 1952. Such programs were generally in the process of termination during the year and consisted for the most part of (1) grants under the Philippine rehabilitation program which had been nearly completed by the end of fiscal year 1951, (2) grants to Yugoslavia under

the State Department emergency-relief aid program for that country which were terminated in the first quarter of fiscal year 1952 when it began to receive mutual-security economic aid, (3) grants to Mexico which had assisted that country to eradicate the foot-and-mouth disease afflicting Mexican cattle, (4) grants under the Chinese military-aid program established in April 1948, and (5) military-aid grants under the Greek-Turkish aid program which have been replaced by similar grants under the mutual-security program.

Table 2.—Summary of Foreign Ald (Grants and Credits), by Major Country: July 1, 1945, Through June 30, 1952 [Müllens at dollars]

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Norway: Gross foreign std Less: Returns Equals: Not foreign std	313 43 270	215 23 102	us 20 76	60 14 46	18 2 16	15 9	10 · 4 12	11 3 8	28 0 22	11 1 10	11 10	11 1 0	5 2 3	
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See footnotes at end of table.

Table 2.—Summary of Foreign Aid (Grants and Credits), by Major Country: July 1, 1945, Through June 30, 1982—Continued

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	parlod	Drivation	Total	Total	July- Bept, 1050	Opt Dec. 1060	Jan Mar. 1961	Apr June 1981	Tota)	July- Sout. 1951	Oct Doc. 1061	Jun Bfpr. 1982	Apr June 1982	
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Other and undesignated Western Europe: 14 Gross and not femign add	2, (2)	275	2,040	1,017	110	282	249	308	1,620	<b>3</b> 60	371	339	658	
Other Europe: Gross foreign aid. Less: Hethrad Equals: Not foreign aid.	1, 160 60 1, 091	1, 100 53 1, 107	-17 -17	<u>à</u> -2	8	(F)	8	1	 [\$	 	18 -18	: 1 -i	 1 -1	
Near Eost and Africa: Gross foreign add. Leis: Richards. Equals: Not foreign add	370 143 225	136 136 -6	245 8 241	75 8 71	27 1 20	17 L L6	(?) 17	20 L 19	176 4 176	(7) 17 16	#3 #1	35 2 36	77 1 76	
iran: Orais foraign aid. Lest: Roturius Engulis: Not foraign aid	37 10 27	94 ID Id	(7) <sup>18</sup>	2	(9)	<u>(4)</u>	<u>(9</u>	2 <u>2</u>	( <sup>3)</sup> 12	ι i	(4) 2 2	<u>i</u> -	9 	
Jeno): Gruss foralga nid Less: Rolums Equals: Not foralga aid	174 2 172	32 32	142 2 140	34	0 0	D	e	· 12	146 2 104	10 10	27	51 55 55	(?) 40	
Other and undesignated Near Rest and Africa.** Orosi foreign sid. Loss: Returns. Equals: Not foreign aid.	1 107	74 124 —53	(Q 0 87	87 8 84	16 L Is	7 1 0	(9)	0 1 6	50 2 54	00 B	14 1 13	(P)	22 1 21	
Asia and Pacifie: Gross (oreign aid. Less: Returns.  Buunts: Not foreign aid.	0, 692 630 6, 302	5, 139 984 4, 056	1, 753 47 1,700	828 †9 8)9	136 4 181	200 2 204	185 \$ 180	242 8 234	924. 28 897	228 0 222	262 4 279	180 0 181	228 12 2(4	
China—Tolwan (Formesa): Gross (crosky) aid. Lost: Robinst Equals: Not (crosky) aid.	1, 583	1, 785 113 1, 042	128 11 117	38 6 30	4	7 1 7	14 2 19	12 2 10	#0 3 1 &6	69 H	39 L 3L	94 (9)	[9   1   18	
Livilo; Ciross kreign akil. Less: Returns Egnals: Net foreign akil	223 33 190	. 48 81 14	176 2 170	4	<u>(</u> 9	1 1	2	1	174 3 171	43 2 40	04 64	40 40	27	
Indoshine: Gross forden pid Less: Poldrits Equals: Not foreign aid	28 2 25	(P)	26 2 25	(P) 4	(9)	<u>(a)</u>	(0 I	(P) 2	23 2 21	4	(4) E	თ 1	o 8	
Indonwie: Ocras foreign aid Less: Returns Expudis: Not toraign aid	104 8 187	168 4 104	20 4 23	e l	1	(9) -1	<u>(</u> 9	<b>888</b>	25 3 22	(P) _22	3 1 2	(P) 8	14 14	
Japan and Ryukyu Islands: Gross fareign akl. Loss: Returns. Equals: Net Joreign: aid.	2, 864 293 2, 270	2,108 273 1,820	463 7 416	338 3 336	#3 1 #2	(P) (B)	70 2 77	(7) 128	126 4 121		(9 <sup>17</sup>	<b>м</b> .	45	
Kares; Gress foreign aid. Less: Returns. Equals: Not foreign aid.	D47 18 584	296 12 376	(4) (500 (500	101 (4) 109	10	 허	(a) 10	<b>z3</b> 28	157	36 36	<del>4</del>	1B	29	
Philippines:     Oress foreign aid.     Less: Returns.     Equals: Not foreign wid	700 20 707	624 14 620	102 15 147	144	(7) 34	101 [3] 101	(F) 4	4 4 1	19 11 7	(1) 3 (2) 2	ල <sub>ද</sub>	-1	(a)	
Other and imdesignated Asia and Pucific: 1- Orest Streign off. Less: Religina. Bounds: Not foreign old.		44 23 21	500 5 504	195 2 193	(4) 28 (4) 28	(9) (9)	(7) (7)	09 1 08	314 8 110	48 1 ив	110 1 100	# 1 #3	82 1	
American Republicant  Oress foreign aid Less: Returns Equals: Net foreign aid	857	515 172 343	342 107 240	133 56 06	25 25	16 0	500 11 48	\$0 #1 80	1\$1 51 140	45 15 30	60 11 39	58 10 48	43 18 28	
Canada: Net integral and Cross foreign aid Lens: Retains Equals: Net foreign aid	147	142 241	. 4	1	"   8	255	888	(4)			1		1 1 1 1 8	
Equals: Not foreign aid	l	744	21.4	148	m 	(1)	(*)   (*)	(9)	ot ot	14	10	(4) SD	18	
Lets: Returns Equals: Not foreign aid.	] 1	741	213	148		<del>-</del>		20	1 05	13	<u>ta</u>	10	18	

For security reasons data by country do not include most of the military aid furnished under the Mutual-Scenetty Program. However, such aid is included in the appropriate area totals as a component part of "Other and undesignated" items.

See footnote t to include 1.

Less than \$500,000.

Nogative cutry of less than \$500,000.

Negative entry results from refunds of each aid.
 Includes aid farathed darquets international organizations.
 Military aid under the Mutual Security Act, title 12 (Near East and Africa), is primarily for Greece and Turkey and is included with "Other and underignated Western Burope."

Source: U. S. Department of Commerce, Office of Business Economics.